

Sacramento-San Joaquin Delta

Multi-Hazard Coordination Task Force Report



A draft emergency preparedness and response strategy for the Delta region with specific action oriented recommendations to the Secretary of California Emergency Management Agency (Cal EMA), the Governor and the Legislature as directed by the Sacramento - San Joaquin Delta Emergency Preparedness Act of 2008. (SB 27)

DRAFT

Purpose

The purpose of this report is to meet the requirements of the Sacramento o- San Joaquin Delta Emergency Preparedness Act of 2008 (Senate Bill 27-Simitian) by providing an organizational framework with specific recommendations to the Legislature and the Governor for creation of an interagency unified command system organizational and emergency preparedness and response strategy for the Delta.

Background

Senate Bill 27 (SB27) was approved by the Governor and filed with the Secretary of State on September 30, 2008.

The bill required the "Office of Emergency Services" now Cal EMA, upon receipt of appropriate funding, to establish until January 1, 2011 the Sacramento-San Joaquin Delta Coordination Task Force. The Task Force, led by Cal EMA would consist of representatives from the Delta Protection Commission, Department of Water Resources and a single representative of the following Delta counties:

1. Contra Costa
2. Sacramento
3. San Joaquin
4. Solano
5. Yolo

The specific action recommendations contained in this report have been approved by the Task Force members and the Secretary of Cal EMA

SB 27 Requirements

The Task Force was directed to:

1. Make recommendations to the Director of the Office of Emergency Services (Secretary of CalEMA) relating to the creation of an interagency unified command system organizational framework, in accordance with the guidelines of the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS).

2. Coordinate the development of a draft emergency preparedness and response strategy for the Delta region, for submission to the Director of the Office of Emergency Services (Secretary of CalEMA). Where possible, the strategy shall utilize existing interagency plans and planning processes of the involved jurisdictions and agencies that are members of the Delta Protection Commission.
3. Develop and conduct an all-hazard emergency response exercise in the Delta, designed to test regional coordination protocols already in place.

Prior Work

Prior to the passage of SB27, the following joint regional planning efforts produced recommendations for improving emergency response in the Delta:

1. The Sacramento - San Joaquin Delta Flood Response Group formed by formal agreement in 2007 between the five Delta counties.
2. The Governor's Blue Ribbon Delta Vision Task Force.

The recommendations contained in this report draw on these efforts to include the following documents:

- *Basis for Regional Flood Response Planning (April 2008) - Sacramento-San Joaquin Delta Flood Response Group-*
- *Delta Vision Strategic Plan (October 2008)*
Governor's Blue Ribbon Delta Vision Task Force

Task Force Funding

No funding was provided for this mandated report. The Task Force therefore drew upon considerable work completed by the Task Force jurisdictions in previous regional planning efforts. Funding for implementation of Task Force recommendations will be critical for achieving progress in the goal of improved Delta emergency response.

5. Adopt and implement a Delta Multi-Agency Coordination System (MACS).

6. Adopt and Implement a Regional Mass Evacuation Plan.

7. Develop a Delta Region specific Interoperability Communications Plan.

8. Develop flood and evacuation contingency maps for the entire Delta.

Goal 2

Maintain a level of readiness consistent with identified threats and current capabilities.

**Related Action
Recommendations**

1. Participate in Golden Guardian 2011 to practice elements of the regional strategy that may be ready for evaluation and to develop information for the development of remaining strategy elements.

2. Develop and conduct all-hazards emergency response drills and exercises with the Delta as the focus.

Discussion of Specific Task Force Recommendations

- Adopt and Implement a Delta Multi Agency Coordination System (MACS) for handling scarce and competing resource demands during emergencies. Adopt a Multi Agency Coordination System (MAC) consistent with the Standardized Emergency Management System (SEMS) to address regional resource management and prioritization during multi-jurisdictional emergencies specifically for the Delta. The Delta MAC shall include common operating principals, defined operating region, core regional policies and examples of operational methodologies. The development of the Delta MAC shall include levee maintaining agencies, cities, operational areas, state and federal agency resources. Fund development of procedures and communications to allow implementation of this Delta specific multi-agency coordination system in emergencies.
- Adopt and implement a common regional framework for the creation of joint interagency unified commands for flood fight operations and other emergency functions within each Delta county.

- Adopt and implement a Regional Mass Evacuation plan. Continue current efforts by Cal EMA and the local Operational Areas to complete Inland Region Regional Mass Evacuation Plan. Design and execute a regional mass evacuation plan functional exercise within the next two years.
- Conduct Golden Guardian 2011 as an all-hazard emergency response exercise in the Delta. To extent possible, the Delta Regional emergency response agencies should use the Golden Guardian 2011 to test existing emergency response plans and policies. Agencies should participate in the exercise in a manner that assesses agency roles and responsibilities during a Delta Region multi-agency multi-hazard emergency.
- Develop and conduct all-hazards emergency response drills and exercises that test and assess multi-agency coordination on an annual basis. Agencies that respond or support emergency response activities in the Delta region should develop and submit to Cal EMA annually their agencies three year exercise plan. Exercise plan should include at least one multi-agency communication drill and a response exercise annually. Agencies should conduct planned and designed drills and exercises annually and document needed and desired improvements in a multi-agency Improvement Plan. Communication drills should test multiple modes of communication between agencies and agencies with enhanced or improved communications systems. Exercises should alternate between table tops, functional and full scale field exercises.
- Develop and implement a Delta Region specific Interoperability Communications Plan. Develop and implement a Delta Regional Emergency Communications Plan that supports communication between emergency response agencies including, but not limited to, local maintaining agencies, cities, operational areas, state and federal agencies. The plan shall consider existing communications resources and procedures and develop redundant means of communication between agencies. The plan should be based on a needs assessment, consider agency needs and priorities and identify specific equipments, infrastructure or training needs. Appropriate \$5 million to design and implement the Delta interoperable communications plan.
- Actively participate in federal and state flood and evacuation contingency mapping projects. Projects to develop flood contingency and evacuation maps for the Delta are in progress or planned by local, state, and federal agencies. This sustained effort will collect critical data and pre-plans and then use advanced mapping technology to display the information to improve future emergency operations. Local jurisdictions need resources to adequately continue their participation in these efforts which will complement other plans.

- Policy Manager Emergency Response. Cal EMA, in collaboration with emergency response agencies in the Delta region, shall develop an All- Hazard Emergency Response Training Plan for the purpose of providing local, state, and federal policy makers access to specific information and training on emergency management policies, plans and procedures. The training plan shall include: the history and background and specific information on various past all-hazard emergencies for the Delta region; the roles and accountability of local, state and federal response agencies in preparing for and responding to emergency situations; an overview of related policies and procedures, estimated potential expenses, and known and possible changes; and the current status of major emergency response improvement projects in the Delta region. The training plan shall also include a policy maker communication and outreach component to facilitate disseminating emergency response information directly to policy makers and their staff. This component will provide access to various resources such as web-based training, written and oral presentations, other related training materials, and links to pertinent training opportunities to help educate agencies with developing and maintain multi-agency emergency response plans and procedures. Consideration should be given to coordinate the policy makers outreach/training schedule with other emergency response training and exercise schedules. To the extent possible, this component should encourage policy makers to participate in SEMS Executive Training.
- Develop a Sacramento-San Joaquin Delta Flood Catastrophic Incident Plan incorporating the results of implementation of all report recommendations and any further joint regional protocols that may be warranted and mutually agreed upon. Cal EMA will pursue Regional Catastrophic Preparedness Grant Program (RCPGP) funds to enhance catastrophic incident preparedness in the Delta and the surrounding region. The RCPGP is intended to support coordination of regional all-hazard planning for catastrophic events, including the development of integrated planning communities, plans, protocols and procedures to manage a catastrophic event. This plan will consist of the specific action recommendations contained in this report and will also include implementation of flood response and flood fight resource stockpiles, and establishment of emergency funds at appropriate levels of government to ensure rapid response to threats to levee integrity.

Funding

The Task Force recommends the following funding be made available as soon as possible to allow implementation of the action recommendations contained in this report:

Preparedness

An initial appropriation from Proposition 84 bond funds of \$11.5 to implement the Sacramento-San Joaquin Delta Flood Catastrophic Incident Plan to include establishment of stockpiles, communications systems, joint interagency unified command systems, regional coordination systems, evacuation supplies and equipment and the other recommendations of this report.

This funding will support, in part, the following key activities:

- Develop Delta Flood Catastrophic incident Plan to include establishing joint command, flood fight, and evacuation resource stockpiles. (\$5 million)
- Develop and implement the Delta MAC is estimated to be (\$500,000).
- Implement a regional communications plan capabilities in the Delta Region. (\$5 million)
- Development of GIS data, information collection, and joint pre-event decision making for flood and evacuation contingency mapping projects (\$200,000 per County for a total of \$1 million) for operating expenses to gather GIS data and conduct meetings

Contingency Response

Establish a Sacramento-San Joaquin Delta Emergency Response Fund (\$50-\$150 million).

Conclusion

The Task Force recommends the activities that are currently underway continue; and proposes additional activities that could improve the ability to prepare for, respond to and recovery from all hazards in the Delta. An overall allocation of \$11.5 million is needed if the Task Force's recommendations are to be implemented.

The composition of the Task Force includes the jurisdictions most likely to be impacted by Delta emergencies and that have the best expertise necessary to address emergency planning in the Delta. The strategy and recommendations presented here support improving the capability of the Sacramento-San Joaquin Delta region to minimize the effects of all hazards in the delta.